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November 13, 1947

MEMORANDUM FOR THE SECRETARY:

Subject: Background of SIAACC 304/11 and questions which may arise in discussion at National Security Council

I. Background

1) At the 61st meeting of SIAACC on 23 October 1947, the Army member requested, as a matter of urgency, that the Committee consider the problem "Should the United States at the present time utilize coordinated psychological measures in furtherance of the attainment of its national objectives? If so, what organization is required? What should be its terms of reference?"

2) At the same meeting an ad hoc committee of SIAACC was appointed to consider and make recommendations with respect to this problem.

3) The ad hoc committee, composed of representatives of the Department of State (Mr. Stone, Director of OIE, chairman) Departments of the Army, Navy, Airforce, and the Central Intelligence Agency, was convened immediately and submitted a preliminary report to the members of SIAACC on November 3.

4) The members of the ad hoc committee were agreed that initial steps should be taken at this time to coordinate information activities and psychological measures to support U. S. objectives and to counteract effects of anti-American propaganda.

5) At the outset, there was considerable difference of opinion regarding the organization to implement these objectives. For example:

- a) Representatives of the Service Departments and CIA tended to favor an independent operating agency under the National Security Council. This concept embodied an Inter-Departmental Board, headed by a director, who would be chairman of the board, and would be assisted by a working staff composed of qualified personnel made available by the participating Departments or recruited independently. The Service Departments also favored giving the proposed agency authority to coordinate domestic information released by various Departments of the Government.

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- b) The State Department member urged an informal group or committee, under a State Department chairman, who would be charged with the necessary coordination of information policy. Under the separate agency or board, the State Department would have had virtually no control over psychological operations affecting the foreign policy of the United States and directed to foreign countries in time of peace. The State Department member opposed efforts at this time to coordinate domestic information.
- 6) Although these views were largely reconciled in the course of the committee's discussion, the Service Departments and CIA continued to press for some type of "operating" organization.
- 7) The preliminary conclusions of the committee were discussed at a meeting of the War Council on 4 November. As the result of this discussion the Service Departments were instructed (a) to eliminate all reference to domestic information, and, (b) to set up an informal organization responsible to the Secretary of State or his designee, who would be charged with the general direction and coordination of psychological measures.
- 8) Accordingly, SANACC on 5 November directed its ad hoc committee to review its conclusions in the light of the War Council discussion.
- 9) The revised paper, SANACC 304/11 is an agreed statement embodying these principles. It provides that:
- a) The Secretary of State, through the Assistant Secretary for Public Affairs, will have responsibility for general direction and coordination of the psychological measure necessary to support U.S. objectives and counteract anti-American propaganda.
- b) The Assistant Secretary for Public Affairs will be assisted by an "informal group" composed of representatives of the three service departments and CIA. Each participating department or agency will furnish qualified full-time personnel to work under a director appointed by the Secretary of State.

II. Possible Questions Which May Arise at National Security Council Meeting

- 1) It is not believed that any major differences of

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opinion will arise in discussions of SallACC 304/11 by the National Security Council.

2) The following specific points may be raised:

- a) In clearing the paper the Air Force indicated its reluctance to approve paragraph 5 b - "All participating departments and agencies should be directed to insure the most effective utilization of all their appropriate facilities", on the assumption that all departments would naturally cooperate. State Department feels that in order to insure effective coordination it is essential to have clear-cut understanding that all participating departments will carry out their respective functions.
- b) The Air Force has also been critical of the inclusion of "The Assistant Secretary" in the phrase in 9, "The Assistant Secretary and the Director should maintain the closest possible liaison with the SallACC Subcommittee" on the wartime Psychological Organization. The elimination of "The Assistant Secretary" would not materially reduce the effectiveness of the paragraph; therefore there is no objection to dropping the phrase.
- c) The Central Intelligence Agency is not a member of SallACC. It is not represented on the National Security Council, but is under the Council and would, therefore, express any opinion at the National Security Council meeting through a Council member. CIA has informally expressed opposition to the idea of a Director, presumably in fear of possible interference in its "high security" operations. However, any decision on the use of "Black" activities must rest with the Assistant Secretary of State and the Director. If "Black" measures are to be used they should by all means be coordinated both in policy and timing with all other policy measures. These decisions cannot be left to CIA alone. Moreover, the Director is an essential factor in the coordinating function.
- d) In the reaction from the high degree of formality first suggested by the service departments, there has been a tendency to swing to the other extreme. For example, the Committee to assist the Assistant Secretary of State has been changed to an "informal group" at the suggestion of Army. The Navy requested the elimination of "working group" from

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paragraph 5 g. Both changes have been approved by all participating departments. However, any further reduction in authority of the informal group and the director would diminish the possibility of effective coordination.

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